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The JOURNAL OF EDUCATIONAL SOCIOLOGY

*Contributions of John W. Withers to the Sociology
of Education*

E. GEORGE PAYNE, *Issue Editor*

Sociology in Teacher-Education Programs	<i>E. George Payne</i>	513
Contributions to Sociology in the Field of Mathematics	<i>J. Andrew Drushel</i>	521
The Educational Philosophy of Dean John W. Withers	<i>Herman Harrell Horne</i>	524
The Need for a Sociological Basis in City School Administration	<i>William C. Reavis</i>	534
Contribution to Educational Sociology in St. Louis	<i>L. M. Dougan</i>	541
Pioneer in Higher Education	<i>John O. Creager</i>	548
The Sociological Determination of Policies	<i>Ira M. Kline</i>	553
Research Projects, 564	Book Reviews, 568	

Index, 576

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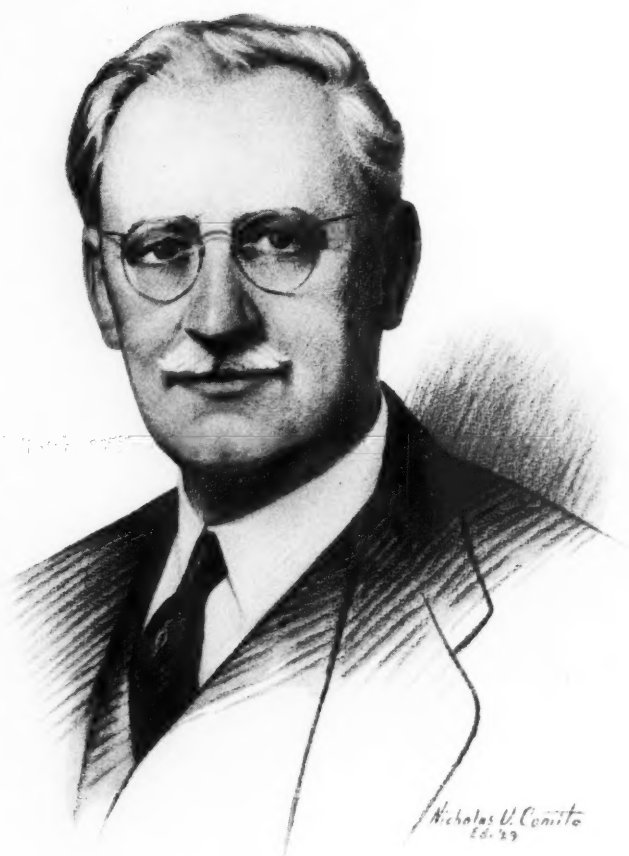
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John W. Withers

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No. 9

SOCIOLOGY IN TEACHER-EDUCATION PROGRAMS

E. GEORGE PAYNE

New York University

As early as the first year of the twentieth century, as a student in the classes of Dean John W. Withers in the National Normal University when he was president of that institution, the writer was aware of a distinctly new emphasis in education. Whether the Dean was teaching mathematics, astronomy, or philosophy one was always clearly conscious of the social implications, for he was persistent in pointing them out to the students in his classes. When the Dean left his administrative task to study at Yale University, where he received his degree of Doctor of Philosophy in 1904, he had in mind not only specialization in his major fields of interest, but also later a professorship in a university. During this period of university study he never lost sight of his major emphasis; that is, the social significance of the subjects studied in the education of college students. This attitude of mind gives the cue to his contribution to the place of sociology in teacher education in his later career in St. Louis and in New York University.

Upon his graduation from Yale, the Dean did not accept a university professorship, but, fortunately, the principalship of the newly established Yeatman High School in St. Louis, with the

definite assumption that he would organize the proposed Harris Teachers College that was contemplated for the city. The Dean made a unique contribution to secondary education in the organization and administration of the Yeatman High School. The details of his administration of secondary education are important but may be omitted from this discussion. It is sufficient to say that the constant thought which guided him was the social implication of the school program and school instruction. He cut away red tape and the formal emphasis characteristic of the high schools of the period. He selected his faculty and inspired them to see the growing adolescent as a social being with a developing personality that needed guidance toward its desired goal. He minimized the current emphasis upon subject matter as such and insisted upon the acquisition of information as an instrument of adjustment to the growing complexities of life in a democracy. This meant not only a new faculty attitude toward the subject matter of the curriculum, but also an extended curriculum to meet the divergent interests and capacities of students. The Dean was already, as a secondary-school principal, a sociologist in action.

We could well dwell upon this significant contribution to secondary education at a time when the schools were facing a new era and were still characterized by a nineteenth-century philosophy and program, but such detail would lead us away from the purposes of this article. The completion of the plant of the Harris Teachers College made it possible after one year at the Yeatman High School to begin this new institution, which was to mark a new epoch in teacher education and the education of teachers in service. It also made possible the sociological emphasis in the program and in the extent of the service at that time unknown in teacher education. It is this aspect of his unique contribution in a variety of fields that we wish to emphasize.

It was in the winter of early 1907 when the writer visited the Dean in St. Louis to discuss with him his own graduate study. As we

walked through the parks of the city, the discussion of the writer's interest in graduate study could not be divorced from the program of teacher education in St. Louis which the Dean envisaged; for, as the writer learned later, the Dean was not thinking merely of the best kind of graduate study for the writer, but a kind that would equip him for a place in the program of teacher education that the Dean had conceived for the city of St. Louis. The momentous decision, for the writer at least, was that he should go to Europe, where he could become familiar with European schools and at the same time ground himself in the social sciences, and particularly sociology, which both he and the Dean regarded as basic to the program of educational reconstruction.

At this time there was at least one voice that shared the vision of the Dean. At the meeting of the Department of Superintendence at Chicago in 1907, Henry Suzzallo had brought the meeting to its feet by eloquently proclaiming that no educational program could be carried out adequately without due emphasis upon the sociological factors involved. He pleaded for a new educational philosophy which he called "educational sociology." Others, like Harris, had already been aware of the need of a sociological emphasis, but none had presented the case for sociology with such logic and conviction. The Dean saw in Suzzallo the means of bringing to the attention of a conventionally minded school administration and teaching personnel an emphasis that he had in mind, although different from that given by Suzzallo. The Dean had in mind a scientific approach to education, but one based upon a scientific sociology as a companion basic science to psychology, along with a sound social philosophy of education.

It is significant to note here that none of the administrative staff of the St. Louis schools, although they were perhaps the best in the country at that time, would have considered sociology as essential or even important in teacher education. History of education, philosophy, and psychology were entirely adequate from their point of

view, and sociology was thought unworthy a place even as an academic subject in a teachers-college curriculum. The need of a missionary was obvious. Suzzallo was called upon to do the missionary work, and for several years he was brought to the college to give a course of lectures for the educational public of St. Louis, and the Dean saw to it that the superintendent and his assistants on the administrative staff heard these lectures.

With the growing demand for courses by the teachers in service and the necessary expansion of the curriculum of the college to meet the needs of the full-time student body, the faculty soon had to be enlarged. In the enlargement of the faculty the Dean with some difficulty saw to it that a sociologist who could teach other subjects was added to the staff. Sociology was permitted to those who chose to elect the course, but this permission was extended only to those teachers in service, not to the full-time student body. Not until 1912, with all the missionary work done by Suzzallo and the arguments of the Dean, was he permitted to offer sociology to the students preparing for the profession of teaching, but during all these years he had never wavered in purpose or determination.

Sociology, as a basic subject in the education of teachers in St. Louis, soon became an accepted fact. Its importance in the curriculum of the Harris Teachers College and its effect in the education of teachers there need not be discussed here, but the stimulus to the introduction of sociology in the curricula of teachers colleges and normal schools in the country is noteworthy. Today few institutions for the training of teachers are without sociology of some sort as a part of their program, and the persistent efforts of the Dean in St. Louis has had more to do with this achievement than any other single factor, and to him should go the major part of the credit.

The history of the Dean and his part in the reconstruction of the curriculum in the St. Louis schools as president of the Harris Teachers College and later as superintendent of schools of the city will be told elsewhere, but it is noteworthy to say here that he was

the first educational leader in the country to make use of the sociological approach in the reconstruction of the program of a city school system, and to suggest, had he chosen to continue in the field of public-education administration, that he would have developed a program of service to the community not seen anywhere in the public schools today.

But the Dean conceived of a larger service and one more in line with his fundamental interest and creative ability and spirit. He was invited to New York University to reorganize the old School of Pedagogy and develop it into a modern school of education. He accepted the invitation with enthusiasm, in spite of the seeming hopelessness of the task ahead of him. He had faith in the type of service he expected to render and a conviction that a new approach in the education of teachers would bear abundant fruit. We need but to refer to the growth of the School of Education and cite the output of these years of vigorous effort to indicate that his vision of teacher education has been to an amazing degree realized and that he has made a permanent and fundamental contribution to teacher education in the United States.

It is not, however, the general approach to the education of teachers that we wish to emphasize in this article, but rather the sociological approach. When Dean Withers came to New York University the educators of the country were feverishly emphasizing the so-called scientific movement in education. This movement had its beginning early in the century with the development of psychology and its application to teaching methods. Later this movement expanded to measurement, administration, school plants, and the school organization. The country was in the midst of the interminable school surveys in which "experts" applied "scientific" techniques to everything that went on in the schools. The temptation to describe in detail this one-sided emphasis is strong but unnecessary, since every educator is familiar with it. It is sufficient to say that the result of the partial view and the exclusive psychological

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approach was to revert to the nineteenth-century emphasis upon subject matter, because in the attempt to be scientific and measure the results of instruction, since they could not measure educational growth and personality development, they measured achievement in terms of knowledge, exactly what the nineteenth-century educator attempted, although the current measures were much more exact.

The heart of the scientific movement, therefore, was an even greater emphasis upon subject matter and created more difficulty in seeing the whole child in relation to life. The more exact instruments of measurement in the field of handwriting, reading, arithmetic, history, and the like led to greater emphasis upon skills and knowledge in their field and less attention was centered upon the child's personality, his social background, and the various informal agencies and situations that were really responsible for the vital educational influences in the life of the child and community. In the effort to be scientific, educators had forgotten the person and the community in the educational process. There is no wish to discount the importance of the scientific movement in education, but rather to call attention to the one-sided, partial, and inadequate educational approach of this movement.

It was at the height of the scientific movement and at the time when the essential emphasis in teachers colleges and schools of education was devoted to scientific education with religious zeal that Dean Withers came to New York University. He saw the inadequacy of this approach, and in the very beginning added a sociologist to his faculty. It was downright heresy to proceed thus. Think of it! Before adding professors of measurement, statistics, psychology, methods, etc., a sociologist was added to the staff! Now this procedure was watched with satisfaction or disapproval; satisfaction from those who saw no need of another school of education, and disapproval by those who had looked forward to the development of a new school of education with hope and anticipation. The

beginning with a sociologist was the *sine qua non* of ultimate failure, for was not the scientific emphasis the last word in teacher education?

The history of the growth of sociology in the School of Education is the history of the institution itself, for it is the sociological approach to education and the rendering of service to students in these terms by the whole faculty that has given the School its fundamental characteristic. The whole faculty is characterized by the point of view that education is a life process, that it consists in personality growth, that extraschool agencies and situations are the most vital ones in growth process and, until a fair understanding of all the factors involved in the experience of the student are understood, no education of consequence can go on in the school. This does not mean that statistics, measurement, and the like are neglected, but they take their place as instruments of personality growth and education. For those who wish to know, this is the spirit and the point of view that is basic to the Dean's success in building the School of Education at New York University.

But this is not all. The Dean has viewed the study of the science of sociology as essential in the total program of teacher education, because it is by a study of this subject, and this alone, that one can understand the background factors that are responsible for personality and the character of its growth in the complexities of modern life. Thus, he has made this one of the major departments in the school and has encouraged the character of research and experiment in sociology that has aided the educator of whatever sort—teacher, supervisor, or administrator—to conceive adequately the whole task of education. The stimulus and direction given by the department to communities in organizing and coördinating all the agencies of education—formal and informal—in the coöperative task of instruction is but one example of the clear vision of the Dean in conceiving the whole function of education.

Finally, the effect of the sociological program of the School of

Education of New York University in influencing other schools of education is yet to be determined, but there are signs to indicate that the effect is already felt. Other schools are now developing programs of educational sociology, and some at least attribute the movement to the example set by New York University. It is the confident belief of the writer that the research now being carried on in sociology in the School of Education will have a profound influence in determining the direction of educational emphasis and the character of the programs in the coming decade of educational history.¹ Educators are under an eternal debt of gratitude to Dean Withers for his social vision, and the educational program of the future in the United States will be a monument to his creative spirit.

¹ See "Contribution of Sociology to Education" (title of issue), *The Journal of Educational Sociology*, XII, 6 (February 1939).

CONTRIBUTIONS TO SOCIOLOGY IN THE FIELD OF MATHEMATICS

J. ANDREW DRUSHEL

New York University

It is a difficult task to state and evaluate the contribution to educational sociology by a student and teacher of elementary and higher mathematics who did virtually all of his teaching of mathematics before educational sociology appeared on the educational horizon.

It is said that "the philosophy of arithmetic did not appear until the last quarter of the nineteenth century."¹ With equal truth it may be stated that the social aim of arithmetic and the sociological aspects of secondary mathematics did not get into print until the first quarter of the twentieth century. "It has not been long since the aim of mathematics teaching was merely scientific. . . . This aim still persists with all the rigidity of a conservative force."² Suzzallo refused to accept formal discipline and business utility, immediate successors of the scientific aim, as valid aims in teaching mathematics. Instead of these he proposed a broad social utilitarianism as an aim. "Arithmetic is a subject that contributes social insight just as history and geography do."³

Progressive teachers of the teaching of mathematics, particularly arithmetic, in the last decade of the nineteenth century held that problem material should be studied primarily for its informational value and only secondarily for the opportunity to practise computing skill. Dean Withers (then Professor Withers) was one of these in his classwork in arithmetic and algebra in the National Normal University at Lebanon, Ohio, from 1894 to 1900. As a teacher of

¹ Tobias Dantzig, *Number, the Language of Science* (New York: The Macmillan Company, 1930), p. 60.

² Henry Suzzallo, *The Teaching of Primary Arithmetic* (New York: Houghton Mifflin Company, 1912), p. 10.

³ *Ibid.*, p. 18.

mathematics he has always held the view that informational values are more important than computational skills. This point of view led him early to appreciate the social-utility aspect of arithmetic content in the elementary school and to stress the importance of social insight in the preparation of teachers of arithmetic. His understanding of the nature of the subject and of the learners made it possible to relate progressive study with present social needs in an interesting and substantial manner.

Later, this point of view enabled him to make valuable suggestions in the production of *Arithmetical Essentials* by J. A. Drushel, Margaret Noonan, and J. W. Withers (1921) and also in *Mathematical Essentials* for junior high schools (1926-1927) by J. A. Drushel and J. W. Withers. The sociological aspects of *Arithmetical Essentials* are well set forth in three places of the series.

1. The organizing idea or central theme was social throughout, well exemplified in a unique table of contents with these headings:

<i>Organizing Idea</i>	<i>Content</i>	<i>Page No.</i>
One dollar sale	Practice in multiplication	212

2. In the "Suggestions to Teachers" are found such statements as, "This book (Book One) aims to make children feel a real use for arithmetic." "The emphasis has been put on making clear to children the specific social situations in which each fact or process taught can be used." "The problems used are intended not only to secure arithmetical thinking and skill, but also to give children a real acquaintance with their social world."

3. In the character of the topic or chapter titles throughout the series—then new (1921), now old and commonplace. Certain of these titles selected from each of the three books are here indicated:

Book One—Topic Titles

1. Buying toys
2. Buying lunch at school
3. Buying for a party
4. The school picnic

Book Two—Chapter Titles

1. Doing business with the Post Office
2. How money earns money

Book Three—Chapter Titles

1. Protecting one's life and property
2. Money and banking

A series of arithmetic texts heavily loaded with sociological matter in 1920 was regarded as having doubtful value by commercial textbook writers and publishers, but was welcomed enthusiastically by such well-known educators as Henry Suzzallo, Charles H. Judd, Harry C. Barber, and George L. Mirick, as revealed in their written and oral approval of the material before and after publication. A generous portion of whatever success *Arithmetical Essentials* achieved in stressing the social insight aim in the period from 1920 to 1927 must be attributed to Dean Withers.

The sociological aspect of higher mathematics is somewhat limited. Certainly no one acquainted with the Dean's doctoral dissertation, "Euclid's Parallel Postulate" (1904), would pretend to claim for it any contribution to educational sociology. However, it is within the limits of probable truth to suggest that many of the students in his calculus classes (1894-1901) found more cultural values than either scientific or professional ones. To him mathematics was largely a way of thinking. At present this point of view is receiving wide acceptance among thinkers in the mathematical elementary and secondary curricula—an old story with Dean Withers forty years ago. For him, mathematics demanded understanding, interpretation, and use.

It is safe to say that the Dean's experience in the field of mathematics, as he studied and taught it, and his intimate acquaintance with the work of Henry Suzzallo in the then young field of educational sociology was valuable preparation for his later work in curriculum study and construction at St. Louis from 1904 to 1920, and after that in the School of Education in New York University.

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THE EDUCATIONAL PHILOSOPHY OF DEAN JOHN W. WITHERS

HERMAN HARRELL HORNE

New York University

The educational philosophy of John William Withers is a product of his Christian upbringing; of his early educational experiences as student and teacher; of his graduate study in the field of philosophy and mathematics at Yale University; of his wide reading in the fields of economics, sociology, and history; and of his personal associations, observation, and thinking.

The Yale influence is definite and traceable. This period represents careful conscious philosophizing and upon it we will first dwell. At Yale Dean Withers had the great privilege of studying under one of America's most learned philosophers of the last generation, Dr. George Trumbull Ladd. Professor Ladd was himself much influenced by the philosophy of Hermann Lotze. So our topic naturally requires of us that we pay some attention first to Ladd and Lotze, the intellectual father and grandfather, so to speak, of Dean Withers. Then we will present the personalistic and idealistic philosophy of Dean Withers and conclude with a consideration of how this philosophy has been worked out pragmatically in the field of education. It is possible to be a personal idealist in one's philosophy and a pragmatist in one's educational theory.

I

George Trumbull Ladd, the teacher of Dean Withers at Yale, was, as we have said, an American philosopher. On going to Yale in 1881, at the age of 39, Ladd carried with him the traditions of Western Reserve, Andover Theological Seminary, and Bowdoin. For twenty years he was Clark Professor of Metaphysics and Moral Philosophy at Yale. Then in 1901 he took charge of the newly organized graduate department of philosophy and psychology, a

position that he held till 1905, when he became professor emeritus. During this latter period, in 1902-1904, Dean Withers was University Fellow at Yale, receiving his Ph.D. degree under the sponsorship of Professor Ladd in 1904, writing his thesis on "Euclid's Parallel Postulate." This early interest in mathematics was carried on in later years, during which Dean Withers was co-author of two popular series of mathematical texts for elementary and secondary schools.

Professor Ladd's interests were catholic, covering psychology (he founded the Yale psychological laboratory), epistemology, religion, education, and certain aspects of Oriental life. He was much influenced in his thinking by Hermann Lotze, whose *Outlines of Philosophy* he translated in 1877. One of Professor Ladd's last books (1918) dealt significantly with *The Secret of Personality*. The theme of personality is the key that unlocks the philosophy of Ladd, Lotze, and Dean Withers.

Rudolf Hermann Lotze died the year Professor Ladd went to Yale (1881). He was both an M.D. and a Ph.D. He lectured at Leipzig, Göttingen, and Berlin. Lotze had two main interests, the scientific and the aesthetic. His scientific interests were based on mathematics and physics, and these led him to reject the dialectic method of Hegel. Dean Withers as president of Harris Teachers College in St. Louis, 1905-1917, similarly faced the problem of Hegelianism in the modified form it took in the writings and lectures of the influential scholar and educator, Dr. W. T. Harris, and his theorizing disciples. Dean Withers, like Lotze, turned from abstract metaphysics to concrete facts.

Lotze's aesthetic and ethical interests led him into a world of values impenetrable by exact science. Here his problem was to reconcile science with art, morality, and religion. This he did by holding that the mechanism of science is subordinate to the principle of purpose.

Other viewpoints of Lotze are the following. Man has a soul

which can act only through the mechanism of natural law. In this proposition empirical philosophy gets an independent place, while naturalism is rejected. To understand man's place in the cosmos, a survey must be made of man's complete life, individual, social, and historical. In our world there are facts, there are laws, and there are values. Ethical and aesthetic values are realized in the realm of facts by means of laws. Such a system of reality becomes intelligible only through the idea of a personal Deity whose purposes are fulfilled through the operation of natural law. The reality behind all appearance is this living spirit of God and the world of living spirits He has created. The material things of this world have reality only as the appearance of the spiritual substance beneath them. There is neither predestination nor inexorable fate (Dean Withers is a Methodist, accepting the free will of man and the free and universally extended grace of God). The universal substance must be held to be personal, because only personality has independence and only personality is able to explain the unity in variety that our cosmos exhibits.

The system of philosophy which Lotze represented may be described as personal idealism. In this system the world, ultimately and rightly viewed, is personal in character. The persons composing the world are the Infinite Spirit and finite spirits. The Infinite Spirit, contrary to the absolute idealism of Hegel, is not inclusive of finite spirits. These exist independently and of their own right in free communion with each other and with the Infinite Spirit. The individual is a microcosm whose nature reflects the macrocosm. Time is real and the purpose of the Infinite Spirit is being increasingly realized in space and time through the coöperation, at times the hindrance, of men as free moral agents. The animal world manifests in a real but more limited way than man the universal purpose of existence. The will of man is a better key to understanding his nature than is his thinking. Man is purposive and emotional as well as intellectual. He has of right art, morality, and religion, as well

as science and philosophy. These all are phases of man's personal and social experience. The full realization of man's powers is possible only in a social environment. The content of man's experience is derived from his contact with man and his material environment. This philosophy of personal idealism has been represented in our country not only by Professor Ladd but also by Borden P. Bowne at Boston University, G. H. Howison at the University of California, and others.

II

These views of personal idealism were absorbed by Dean Withers in Professor Ladd's classroom. They were not so much novel to him as a mature thinking man (he was thirty-four on entering Yale) as they were congenial to his nature and disposition. They confirmed in him principles and viewpoints to which he was already committed.

One's educational philosophy may grow out of his educational experience, or it may be first intellectually acquired and then applied to educational problems, or something of both these processes may be present. In the case of Dean Withers the last of these three processes has been in operation. His educational philosophy has been both an effect of his educational experience and a guiding and directing agent of it.

Now the thesis of the present writer, as suggested above, is that Dean Withers is a personal idealist in his fundamental thinking, as were Ladd and Lotze, and that his theory of education is predominantly pragmatic, though impregnated with the idealistic emphasis on personality. There are certain major propositions that sum up the personal idealism of Dean Withers. These he has nowhere as yet stated in print. They are formulated on the basis of my association with him since 1921, when he became Dean of our School of Education. Among these major propositions are the following:

1. Life is purposeful and meaningful.
2. Man's personal growth does not end with the death of the body.

3. Man can realize his nature and progress toward his goal only in a social milieu.

4. Society itself is developing toward a goal of freedom and self-determination for man.

5. All forms of governmental dictatorships are suppressive of man's true personality and hence are to be regarded as inimical to man's highest development.

6. There is a goal toward which man and society are growing. This goal is appointed man by his Infinite Original. He cannot escape it, he may in a measure control his growth toward it, and he may fall short of it through his own ignorance or willfulness.

7. The secret of life, the cosmos, and reality is to be found in the concept of personality, human and divine.

It is the inspiration coming from these and related principles that has given Dean Withers his leadership and influence in the educational world, which has extended beyond our national boundaries through the foreign students who have attended the School of Education.

III

Among some of the main educational topics that have engrossed the attention of Dean Withers, his treatment of which illustrates his idealistic inspiration and his pragmatic thinking, are these: systematic supervision, determination of educational policies, the teaching of arithmetic (he has a prodigious memory for figures), the essentials of mathematics, stories and reading, school surveys, and the school as a social institution.

His educational theories have two foci: facts and principles. In his *Report of the Survey of Public Schools in Cleveland Heights, Ohio* (May 1922), he states two of the purposes as follows:

1. To find and set forth all significant and important *facts* fully and adequately

2. To interpret these *facts* in the light of the *principles* which determine the best educational procedure (*italics mine*)

The richness and variety of Dean Withers's educational thinking forbid an adequate summary of his views. Among the more important themes he has discussed we will note only the following: the school as a social institution; significant changes in man's environment; how social controls have developed; the ideal goal of social progress; influences on popular education in America; the function of the public school; difficulties in readjusting our public-school system to present needs; and the nature, aim, and method of education. These we will consider briefly in the order indicated.¹

The school is but one of our social institutions. By a social institution is meant a habit of society; a device for economizing human energy, for conserving and transmitting satisfactory modes of adjustment, thereby releasing energy for new difficult problems and for the higher enjoyments of life. In the settlement of our social questions there is a tendency to look in two directions, toward education and toward law and government. Law is ineffective except as supported by an enlightened public opinion. Education in the inclusive sense of the term is a responsibility resting upon all the institutions of society and not upon the school exclusively. Changing basic social needs necessitate corresponding changes in social institutions but "in many cases the public schools may be justly criticized for having been too unresisting and too responsive to the external popular demands that have been made upon them."²

Some significant changes in man's economic and social environment affecting public education are the development of industry under the influence of science; the rapid growth of wealth; the problems of production ("only education can solve the economic problem of production"), distribution, and consumption; the relative decline of agriculture and increase in manufacturing; the

¹ The direct quotations are from syllabi provided by Dean Withers for his courses in New York University, unless otherwise indicated.

² John W. Withers, "The School as a Social Institution," in C. E. Skinner, R. E. Langfitt, *An Introduction to Modern Education* (New York: D. C. Heath and Company, 1937), p. 4.

growth of cities ("future leaders must come from the city"); the conservation of national resources; the elimination of human misery and crime; the regulation of child labor (Dean Withers is a member of the Board of Directors of Save the Children Fund and is Director of the Children's Village on the Hudson); the improvement of the political and economic status of women; the promotion of international peace and good will; the development of various forms of group life and activities within the American democracy; the rapid increase of the social inheritance; the influence of the World War; and the effect of such new inventions as the radio and the moving pictures. Education must take intelligent account of all these changes and meet new needs wisely.

Social controls have developed gradually from external to internal compulsion, from coercive to educative methods. The increase of liberty, accompanied by educative control, results in social progress. A democratic or liberal society is supremely dependent on education.

The ideal goal of social progress has occupied some of the best minds of the race from Plato down to Theodore and Franklin D. Roosevelt. Dean Withers defines it thus: ". . . adaptation to a perfectly universal environment, securing the greatest harmony among the elements of society, their greatest efficiency in mutual coöperation, and their greatest capacity for social survival."

Popular education in our day shows the effect of many influences, such as the growth of science, the disposition to use science in solving problems of interest to our people, and the philosophy of evolution. We have witnessed the rise of the social sciences, the use of the scientific method in studying education, and the development of the measuring movement. There is present in American society a certain disposition to question everything and to insist upon proof rather than upon authority. As science has advanced, there has been a corresponding decline in the philosophy of the older dialectic type and a growing hunger for a new, more adequate, and more

satisfactory interpretation of the meaning of life in the modern world. The pragmatic philosophy has developed and has become predominant in the educational world. The influence of long-established moral standards has declined and it has become more difficult to set up standards that can withstand criticism. The conservative elements of the population tend to insist on the continued observance of old customs after the conditions which gave rise to them pass, with ensuing conflict between conservative and progressive.

The prime function of the school in a democracy is to promote social progress by fully cultivating individual personalities, not to perpetuate any existent social order. Chief emphasis should be laid on social efficiency and service, not on individual happiness apart from these; on vocational skill, not on any impractical general culture. The proper work of the school is to be accomplished through a developing and flexible curriculum, through the direction of children's experiences outside the classroom; and by properly selecting and training teachers. Adult education and reëducation are increasingly prevalent and important.

The schools constantly need readjustment to social and individual needs and conditions. Deep-rooted difficulties inherent in our present educational system are the influence of tradition; professional bias; lack of a social viewpoint and of a workable social philosophy of education; antiquated elements in curricula and courses of study; the unsolved problem of selecting, educating, and placing competent teachers, both men and women; lack of capable supervision and administration; inadequate objective measurements of educational efficiency; the time limitations of the school; political interference in school administration; inadequate equipment and facilities for instruction; lack of suitable articulation of the educational units; and unintelligent coöperation inside and outside of the school.

What then is education? Dean Withers answers: "Education is

a continuous process coextensive with life itself. Education is taking place wherever responses are being made directly or indirectly to one's environment. It is by no means confined to the school, but involves all experiences, including those that hinder as well as those that further the aims and purposes of life. In its broadest sense it ministers to the needs and values of the whole period of life."

In harmony with this conception of its nature education should aim to represent the interests of society as well as those of the individual, to give the right value to each, and to consider processes as well as results. The aim of education is identical with the aim of life. Changes in education must keep pace with the changes in life, in our economic, social, and mental life. Present-day education should be characterized by open-mindedness and reasonable adaptability. We must not commit education to a fixed and static program. Education's central purpose is to reduce the suffering and waste of life and to promote individual and social well-being.

The method of education in this broad sense of the term is coöperation, the harmonious working together of all the forces of the community toward the one great end. Public and private organization, the school and the home, the parent and the teacher, the child and the adult, industry and commerce, trades and professions, labor and capital—all must learn to work together for the common good.

Concerning "progressive education" Dean Withers asks for convincing evidence that it is not moving in the wrong direction.

Should the schools be used as an agency of social reconstruction? Not directly, but rather social reconstruction is to come about through the development of individual personalities. Not the schools alone but the wisdom of the whole population will change our social order, if democratic education succeeds in preventing a social revolution.

IV

On February 16, 1939, the New York Academy of Public Education presented its Academy Medal to Dean Withers at a dinner meeting held at the Biltmore Hotel, for "outstanding contributions

in the field of public education." An editorial in *The New York Times*, February 18, observes:

He was, as Chancellor Chase said, a pilot who held the School of Education of New York University true to the course which he laid out for it on coming to the deanship: to make it of value to New York's school system. . . . He is a scholar of the old school, but he has been especially interested in promoting aeronautics. He still keeps the frontier in this urban laboratory, which is the greatest in the world.

Once Dean Withers in a personal conversation with me remarked seriously: "We pass this way but once, we should do all we can in passing." This practical humane attitude is an expression of the philosophy which possesses him, inspiring his life and guiding his social contacts. This is not the place to inquire into the validity of such philosophy. Many hold these views of personal idealism with pragmatic applications; many do not, holding rather to naturalistic and realistic conceptions. Personal idealism stresses independent personalities (absolute idealism stresses the all-embracing Infinite Personality). Pragmatism stresses the successful working of theories as the ground of their truth. Naturalism stresses the reign of universal and impersonal law in accordance with which all motion of matter takes place. Realism stresses the independence which reality has of any and all thought concerning it.

These conflicting philosophies lend themselves to evaluation only after rigorous intellectual analysis. These philosophies, each in its own way, are supremely important, because, while we make them, they also in turn make us. If our analysis is correct, Dean Withers is a personal idealist in his fundamental thinking about the world and mainly a pragmatist in his thinking about the social and individual problems involved in all education. In any case his philosophy passes the pragmatic test of having worked wonderfully well in the life of our generation. But the all-round, cultivated, and integrated personality of Dean Withers, which improves human society by living in it, is the best witness to the personalistic type of philosophy he holds.

THE NEED FOR A SOCIOLOGICAL BASIS IN CITY SCHOOL ADMINISTRATION

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The city school district has for the past seventy-five years presented special problems in organization, administration, and supervision. The problems became so acute around the middle of the last century that some of the most rapidly growing cities were forced to undertake new departures in administration as a means of solving their problems. The rapid increase in enrollment, the demand for education beyond the rudiments, the expansion of the curriculum, and the necessity for developing a system of schools for growing cities instead of merely providing district schools wherever needed presented problems too complicated for lay directors to solve correctly or acceptably.

The innovation in administrative practices that seemed to offer greatest promise of providing appropriate solutions to the multiplicity of growing problems in the city districts was the establishment of the office of superintendent of schools. Many types of officials were tried without success before it was discovered that the nature of the problems required in the superintendent a person who possessed a basis other than general experience for the study of the pressing problems in school administration, if the schools were to keep pace with the growing municipalities. The type of individual who in the beginning appeared to have the best basis for serving as the leader for lay boards of education was a professional educator. This individual viewed the problems from the vantage point of the school rather than the citizen with vested business interests. He was able to render unique service to the boards of education when permitted to do so, especially with respect to internal school organization and the supervision of instruction.

Under the leadership of the superintendent the schools of the growing cities made rapid progress. The school plants were developed to provide suitable accommodations for the increasing enrollment, pupils were classified for instructional purposes, curriculum materials were developed and graded, and methods of instruction were improved. The services rendered along the lines indicated in the foregoing sentence seemed to satisfy the demands for public education fairly well.

Around 1900 changes in the status of cities began to create new problems for the schools. The rapid increase in urban population immediately preceding and after 1900 and the resulting changes in social and economic life in urban communities presented problems for the schools virtually as baffling to superintendents as were the problems that confronted the lay directors fifty years before. The administrative practices developed by the superintendents prior to 1900 did not provide satisfactory solutions of the new problems created by rapid urbanization and social and economic change. So many of the problems of city school administration were complicated by social issues that a sociological basis was evidently much to be desired—if not essential—in providing satisfactory solutions of the school problems.

Relatively few of the city superintendents of the day possessed the training needed in solving the problems of the city districts. The type of training provided for city school superintendents prior to 1900 had been general in character. Few universities had developed courses in educational administration and virtually no institutions offered courses in city school administration. Ambitious superintendents who had been spurred by the challenge of new problems in the administration of city school districts had gone to European universities to study philosophy, psychology, sociology, and comparative education in preparation for positions of responsibility in educational administration. These superintendents were in great demand for positions of leadership in the rapidly growing cities.

It was apparent then, as it is today, that the competent leader in city school administration must possess more than executive capacity and a repertory of administrative tricks and formulae. City school administration required of the superintendent not only administrative capacity but also a broad grasp of the science of education and a sociological basis that enabled him to comprehend the problems in administration demanding solution. Areas in which special training was required were the changing character of the urban population; the effect of the population changes on city schools, including functions of public education, internal organization of the schools, development of the school plant, content of the curriculum, extra-instructional services needed by pupils, and provisions for deviate children; the relation of population problems to school support; and the effects of social and economic change on the scope and character of the school's work.

It is only in very recent years that the leaders in city school systems have realized the importance of the study of population problems in educational administration. Perhaps, the true significance of the problems in educational administration has been fully realized only by those leaders who have had training in sociology or by those who have utilized staff officers competent to deal with the sociological problems. The lack of a sociological basis for school administration in the urban districts is no doubt largely responsible for many of the errors made by superintendents and boards of education in the development of school plants and educational programs. Failure to understand the relations of rural and urban areas in terms of the movements of population and the effects on both plant and program of the forces responsible for the rapid shifting of population groups in city districts has resulted in waste and inefficiency in educational administration.

Population studies of the sort available through the Report of the Committee on Population Problems to the National Resources

Committee¹ now provide the basis for the understanding of local problems and the techniques for use in collecting, analyzing, and interpreting local data. Except for the factual material collected through the Federal Census, very little population data were available for city superintendents prior to the last two decades. Furthermore, the instructors offering courses in city school administration generally neglected to train their students in the use of the data which were available. Only those administrative officers who were fortunate enough to have made contacts with the field of sociology in their undergraduate training or who were compelled by sheer need to seek sociological training at the graduate level as a means of finding solutions to their problems in educational administration were able to approach the critical problems in city school systems with the understanding required to find correct solutions.

Departments of education in leading universities now offer many specialized courses dealing with the sociological aspects of city school administration for students who are seeking training for administrative positions in city systems or for administrative officers seeking special help in the solution of their important problems. If comparison is made between the offerings of departments of education in these universities in the field of city school administration in the decades 1898 to 1908 and 1928 to 1938, it is found that virtually nothing designed to provide the student with a sociological basis for city school administration was provided in 1898 to 1908, while in 1928 to 1938 many of the offerings possessed marked sociological characteristics.

One of the very few leaders in the decade 1898 to 1908 who recognized the fact that the problems of city school administration could not be solved successfully without a knowledge and understanding of the sociological issues and forces involved in urban life

¹ National Resources Committee, *The Problems of a Changing Population* (Washington: United States Government Printing Office, 1938).

was Dr. John W. Withers, president of Harris Teachers College, St. Louis, Missouri. As president of this teacher-training institution and assistant superintendent of schools in a large city, which prior to the decade under consideration had probably the best trained leadership of any large city school system in the United States, Dr. Withers occupied a unique position in the annals of American school administration. He was relatively free from the details of administration which usually burden superintendents and district superintendents. He was responsible for the training of teachers seeking to enter the teaching service in St. Louis and for the in-service training of those already employed. He was thus stationed at the point of impact of administrative rules, regulations, and instructions and the teaching and administrative personnel selected to carry out the policies of the school system. The in-service or extension program of the Harris Teachers College became the means to the realization of administrative ends.

The writer became acquainted with the Withers program in the autumn of 1912 in a seminar on city school administration conducted by Dr. Withers at the Harris Teachers College. The personnel of the seminar consisted largely of elementary-school principals who had been invited by Dr. Withers to gather at the Teachers College on Saturday mornings during the school year for the discussion of their problems. These seminars were an established part of the year's work for this group of twenty-five or thirty principals between 1912 and 1917, the year Dr. Withers was promoted to the superintendency of city schools in St. Louis.

It is the belief of the writer, who was an elementary-school principal in St. Louis during the period specified and who participated in the five seminars held, that these courses were among the first—if not the first—carefully planned offerings in city school administration in the United States. In the lectures given by the instructor—the first part of the seminar was given over to lectures and the second part to student reports—not only were the problems peculiar to

school organization, administration, and supervision in city school systems discussed but also the sociological basis of city school administration was considered in a way that was then virtually unknown in university courses in educational administration.

The sociological basis of city school administration developed in the seminars between 1912 and 1917 was not a new idea to Dr. Withers. As early as 1908 he had employed Dr. Henry Suzzallo, a pioneer in the field of educational sociology, to give a series of lectures on sociological problems in education and administration as an extension course in Harris Teachers College. He had also introduced educational sociology into the curriculum of the Teachers College and had offered the course regularly in the extension department for teachers and principals at least ten years before the first text in educational sociology appeared in 1917.

An examination of available syllabi of courses and textbooks in educational administration used in university classes during the period under consideration shows that the sociological basis of city school administration considered fundamental by Dr. Withers had scarcely been recognized by those working in the field of educational administration. It may also be claimed that the plan used by Dr. Withers in inviting the school principals of his city to undertake the study of their problems through the Saturday seminar was unique in its conception as an in-service training agency for leaders in the local schools of St. Louis. With respect to this plan, Judd, in the St. Louis Survey in 1917, remarked: "There is a Saturday morning class conducted by the president of Harris Teachers College which includes a number of the principals of elementary schools and has become a forum for the discussion of the problems of the whole school system. . . . The city gains very great advantage from the discussions carried on by this principals' class. . . . These comments with regard to the principals will serve as a background for the emphatic commendation of Harris Teachers College in its organization of the principals into a class for regular and intensive study

of supervisory problems. The administration in St. Louis has followed an enlightened policy in securing principals who will be interested in getting together frequently for discussion of school problems and the school system is especially fortunate in being able to provide a regular meeting under proper guidance where scientific studies can be initiated and can be subjected to vigorous coöperative criticism."¹

As Dean of the School of Education of New York University, Dr. Withers has had the opportunity since 1921 to develop on a large scale for leaders in city school administration a program of training which was thoroughly tested in St. Louis. The sociological basis of the program which he has featured in New York as in St. Louis has made a strong appeal to persons holding positions of leadership in city school administration and to persons aspiring to such positions. The phenomenal growth of the School of Education under his leadership and the wide distribution of its student personnel seeking training in the field of city school administration bespeaks unlimited confidence in the leadership of Dean Withers and general approval of his program for the training of administrative officers for service in city schools.

¹ Survey of the St. Louis Public Schools, Vol. I, pp. 86-88 (St. Louis, Missouri: Board of Education, 1917).

CONTRIBUTION TO EDUCATIONAL SOCIOLOGY IN ST. LOUIS

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A notable movement for the systematic study of public education was begun in St. Louis in 1867. In that year William T. Harris became superintendent of the city's public schools. After nearly a century of pioneer conditions the community had become an urban center of more than 200,000 people whose numbers were rapidly increasing. The war between the States had ended; the Negroes had been made citizens with educational as well as political rights. Immigrants were coming in great numbers and sociological problems were developing so rapidly as to require a more rationalized educational policy.

In Harris appeared a thinker whose philosophy comprehended the whole scheme of education from the primary grades through the college. Although his philosophy is not now in favor, it may be said to his credit that many sociological developments of later years could probably have been included in his metaphysical General Course of Study. As superintendent he eagerly accepted Susan Blow's adaptation of Froebel's kindergarten. According to his theory intellectual education must undertake to give a theoretical survey of the world. This was too much to expect for some of the problem groups which now are more numerous, but even then were making up considerable sections of American society—emancipated Negroes raised to full citizenship, millions of immigrants from the Old World, industrial groups housed in slums, and the children of all needing American education. However archaic some of his philosophy may now seem, Harris set a high standard of professional thinking which was of great value down to the close of the nineteenth century. It is always invigorating to distinguish between reason and expediency.

The work of Harris is cited in this appraisal of the later contributions of Dean Withers because it was Withers's mission to interpret new sociological conditions to a school system relying for several decades on the philosophy of Harris.

Under Harris, F. Louis Soldan, a young German immigrant of scholarly instincts and great personal force, grew into leadership. He had large social vision but was limited by the philosophy in vogue in his earlier years among a certain group in St. Louis and by certain attitudes and methods that he brought with him from Europe. For example, in 1870 he prepared a paper on the Grube method of teaching arithmetic, whereby every element was to be taught with great thoroughness. The number one was taught for days before going to number two, and number two in all possible and imaginable combinations before taking up three, and so on—a good illustration of perfect logic which ignored the living child. In 1895 Mr. Soldan became superintendent of schools and, in spite of certain limitations of philosophy and early training in Europe, became one of the most able and forward-looking city superintendents of his time. He saw the social conditions in a city of half a million people and built numerous new buildings for both elementary and high schools besides a college for the training of teachers. He brought about the supply of free textbooks in both elementary and high schools and in the Teachers College, and, following the Louisiana Purchase Exposition, endorsed the development of the Educational Museum as a step beyond free textbooks. He developed centers for manual training and domestic science for all pupils of the seventh and eighth grades. Finally, besides organizing a department for the enforcement of the law for compulsory attendance, he predicted some of the problems of special education that this law would develop.

In the early years of the new century Superintendent Soldan brought to St. Louis a group of younger men and women who had had training in the new liberal schools of education. Easily the

leader of these was John W. Withers, recently from the Graduate School of Yale and earlier from one of those distinctly American institutions, the normal school in a semirural community. He was to open and organize Harris Teachers College and after a few years to become superintendent of schools. Straightway, Withers made this Teachers College an institution of real sociological force in the educational life of the city. Through it he made three types of contributions, each in a way sociological. First, he contributed a genial and liberated personality which saw the other fellow with a life of his own to live, and perhaps some contribution to make to society. This was educational sociology in person. Second, he brought to bear on the educational problems of the city a scholarly mind trained to scientific analysis of social conditions—sociological method. Third, he had an infectious and unflagging zeal for the study of organized education in the service of society—motivated educational sociology.

Some of his more specific contributions were as follows: He organized Harris Teachers College as a socially minded institution to train teachers primarily to study and serve society. He brought to the faculty of the college, to teach teachers, trained sociologists like E. George Payne and George S. Counts, besides sociologically minded teachers of other subjects. He gathered in seminars groups of principals for discussing problems of school administration and the relation of the school program to life. He offered to teachers during the summer vacations, as well as the school year, such extension courses as they might need for general culture and growth in service to meet modern demands. He brought to the lecture platform men whose names are now almost household words in educational circles—Charters, Bagley, Strayer, Judd, Suzzallo, and others. By bringing to the college a psychoanalytic examiner he developed a consciousness in teachers and citizens that pupils of low intelligence need special instruction under special organization. The early work of this examiner built on the vision of Superintendent Soldan, and grew into a division of tests and measurements, a considerable

number of special schools for subnormal children, and a general acceptance of the special character of the problem of such children. Likewise the system developed a new outlook upon the problem of judging the fitness of all elementary children for the higher schools, so that now the family history and the pupil's environment enter into the judgment of all kinds of special cases. The development and use of new systems of tests has led to a much keener analysis of the reading process in relation to the particular pupil to be taught. The analysis of individual differences and aptitudes, along with the needs of a rapidly changing industrial and commercial city, led naturally to the problem of vocational education. During his term as superintendent, Dean Withers laid plans for the development of a vocational school, but the purchase of an available plant miscarried and the school was not established until he had been called to another field. His earlier efforts to broaden the field of instruction have since borne fruit in the great Hadley Vocational School and the Booker T. Washington Vocational School for Negroes.

A decade of this work led to and greatly influenced a general revision of the curriculum in 1914. Superintendent Ben Blewett appointed a general committee with Dean Withers as chairman to survey the situation from a social point of view, to study the relation of the schools to the social conditions of the time, and to draft a statement of the principles that should guide the entire revision. I quote from that report to show its sociological trend of thought.

The principles which should control the organization and direction of public education must be derived from the study of human behavior and the means of determining and controlling it. This involves the determination of those means of education which further the recognized aim as distinguished from those that hinder it, and the selection, organization, and control of those desirable means to which the material of education should be subjected.

In relation to the function of the school, there should be considered the proper distribution of the control of the desirable means of education

among the agencies involved in the total work and the definition of those controls both as to content and as to method for which the school should be held responsible. In the selection of the means, we must be guided by the aim of education, the material of education, and the character of the environment. In apportioning the work of controlling and applying the means of education, the total task should be accomplished in such manner and by such agencies as will secure the most perfect conservation and utilization of human energy, both mental and physical, in doing the work and realizing the ideals of individual and social life. Each agency having a share in the total task should be held responsible for that part of the work which it can do more efficiently and with greater economy than any other agency.

The principle of co-operation among the various agencies involved should be applied in such a way as mutually to stimulate endeavor and eliminate unnecessary waste in accomplishing the total task.

The public school is the only exclusively educative agency which represents the collective will of the people. In our democracy it is charged by the state with the peculiar responsibility of defining the aim and work of education as a whole and of determining the right relation of other educative agencies to itself and to each other.

In co-operating with other educative agencies, the public school should be guided by the following principles: It should endeavor to understand the actual operation and results of these agencies in so far as they are operative in its own particular community, to the extent that it is necessary to ascertain their significance. It should have a definite constructive policy with regard to other educative agencies operating within its own territory and should actively stimulate and encourage them to do the part of the total work which belongs to them and should attempt in some degree to direct their operation. If such agencies neglect the functions which belong to them or fail to discharge them properly, these functions should be taken over by the public school within limits which should be determined by the judgment of those who are in administrative control. This judgment must take into consideration the necessity for the performance of these functions, the legal right and actual ability of the school to perform the functions neglected by other agencies in addition to those that peculiarly and distinctively belong to the public schools, and the possible and probable effect upon the efficiency of other agencies which would be

produced by taking over their special functions. If the results of other agencies neutralize or vitiate those of the public school, the latter has a responsibility in the matter which it may not ignore.

The sociological principles so well stated in this report bore fruit in the work of groups of principals and teachers who were subsequently appointed to revise the entire curriculum. The older courses of study, as one might expect, reflected the strong metaphysical German influence of earlier leaders. The curriculum of 1914-1916 which was influenced by Withers showed a greater regard for education as an instrument for the control of behavior than as training in logic and drill in exactness. Nearly a quarter of a century has passed and society has become steadily more complex, even to the point of confusion; yet, these principles stated by Withers and his committee seem altogether applicable today. One outgrowth of the movement for more sociological revision of the curriculum under the leadership of Withers was a conviction of the special needs of the children in the seventh and eighth grades. This led naturally to a plan for the organization of junior high schools. One such was established and several centers for such schools were organized but housing conditions and the exigencies caused in part by the depression led to a return to the 8-4 plan of organization in St. Louis. The conviction of special needs for these grades still remains and the junior-high-school philosophy has led to the achievement of many of its objectives without the separate schools.

Turning for a moment to the national scene, we find that revision of the curriculum as typified by the work then being carried on in St. Louis under the leadership of Dean Withers formed the theme of the Richmond meeting of the Department of Superintendence in 1914. This meeting promoted a movement for curriculum reconstruction which spread the Withers philosophy and dominated educational thinking for a decade. Today the influence of sociological principles on educational practice as well as theory is taken for granted, and time has proved that the Dean's emphasis on such prin-

ciples in the reconstruction of a program of education was one of his most valuable contributions. In fact it is most significant in the interpretation of his entire career.

Such is the story of his work in the field of educational sociology, but the inspiring and ennobling personality of John W. Withers defies expression in the language of a curriculum. It finds its best expression in the better practice of those teachers who were his students at Harris Teachers College and in the broader vision of those principals who attended his seminars. All these are trusting that even in retirement he will find time and strength to continue the spread of his influence.

PIONEER IN HIGHER EDUCATION

JOHN O. CREAGER

New York University

Proceeding in proper pedagogic form I shall treat this topic as Caesar did Gaul, in tripartite fashion. First, I shall trace from the record the Dean's experience in this field. Then I shall be bold enough to attempt to estimate his practical contribution as an organizer and pioneer. And finally, even though I fail, I shall make a strenuous attempt to classify him as an educational thinker and reformer.

Like most pioneers he did not burst full blown from the head of Jove nor proceed to his first position from academic cloisters armed with the Ph.D. This piece of tall timber that we affectionately call "The Dean" grew in the mountains of West Virginia, took to the trail as a teacher of a rural school, and entered upon the higher learning at the National Normal University at Lebanon, Ohio. Examined with modern academic scrutiny, this institution was neither of the three entities implied in its portentous title; but viewed in the light of its record it was all three. Quantitative "accredititis" had not yet attacked the structure of our American system of higher education and it was possible for mountaineers or plainsmen, long in legs but short in funds, to stride through the stages of the higher learning with greater celerity and much less formality than is now required. This is now viewed by precise pedagogic Brahmins as a cardinal sin, but when placed under the pragmatic test it seems to have produced striking results now and then.

The Dean's experience at the above named institution, first as student and later as teacher of mathematics and as president, stimulated his desire to pursue the higher learning beyond the confines of this humble institution in Ohio. Why so many mathematicians become philosophers I have never been able to determine, but the Dean chose to do his work for the doctor's degree at Yale in the

department of philosophy. And those who have noted the application of figures to his thinking upon social and educational problems may find here, in part at least, the explanation of this intellectual habit. His doctor's thesis at Yale dealt with "Euclid's Parallel Postulate." Concerning the application of philosophy to this topic present deponent saith nothing. He merely refers to it, at this point, with profound reverence, as a part of the record.

Upon leaving Yale Dean Withers identified himself with the city school system of St. Louis, first as a high-school principal, then as president of Harris Teachers College, and later as superintendent of schools. It may be said that it was fitting that a man who had written his doctorate under the idealistic philosopher, Ladd, at Yale should later become the president of a teacher-training institution named after William T. Harris, a great disciple of the idealist Hegel.

Here in St. Louis, the social and educational problems of a great city began to claim his attention. Here, unquestionably, he began to think in terms of sociological problems. Henry Suzzallo was then a professor of educational sociology at Teachers College, Columbia University. In connection with his program for the training of teachers at Harris Teachers College, Withers invited Suzzallo to lecture to the teachers in St. Louis. Later he took over, in an emergency, some of this work himself. It was during this period that the new growing subject of educational sociology may have influenced his mode of thinking. It is difficult to make generalizations about such matters. How men's minds come to follow certain patterns of thought is a problem still darkly understood. What the influential factors are, how intellectual habits, so-called, become established, what are the factors concerned are matters that have largely escaped the psychologist's crucible. Nevertheless, it is perhaps safe to infer that the social factor in Dean Withers's thought, which seems to be a considerable one, may have at least received considerable stimulus during this period.

Later as superintendent of St. Louis schools the larger features of

administration claimed his attention. But a reading of his educational papers and addresses given before the National Education Association and other organizations during this period bears out the conclusion that he usually attacked a problem of administrative policy from the point of view of the commonweal—the needs of the people as a whole. He was never a mere pedagogue relying upon method or devices to the neglect of larger issues.

Then he came to New York University to reorganize the School of Pedagogy and lay out the plan for our present School of Education. This has been, no doubt, his greatest achievement in the field of higher education. Unquestionably he had given thought to this field before—at Lebanon, Ohio, at Yale, and at St. Louis. But he was here confronted with a problem of a somewhat somber hue—the reorganization of an old school that was in its decline in a city which already possessed the largest professional school for teachers in the world.

His philosophy of higher education may be largely deduced from the type of organization that he established. Though America had already gone farther than any other land in the professional education of teachers, his plan was at once more comprehensive than that of any American school of education or teachers college. It not only included the groundwork plan for the training of all types of elementary- and secondary-school service but soon laid assault upon that fortress of academic conservatism, the American graduate school itself. The school that had been training those who were to teach the future teachers in the schools below the university had never thought of taking the medicine as patient that it prescribed as physician. In organizing within the School of Education a department for the training of all types of college and university teachers he sought, through the Council of the University, the coöperation of other divisions of the University doing graduate work. This plan has been in operation for fifteen years and includes within its scope the professional training not merely of teachers of academic subjects for

the higher educational institutions but is so drawn as to provide for the professional training of all types of service for schools of law, medicine, engineering, and other professional divisions of universities.

What appraisal can now be placed upon this new enterprise in the field of higher education? We have had teacher training since the days of Horace Mann. The first normal school was established a little more than a century ago. The training of secondary teachers is less than half that old. Each year the School of Education of New York University sends out more than two hundred educators who have received professional training for junior colleges, teachers colleges, universities, and professional schools. Such training comprises not merely courses in methods of procedure in different fields of subject matter, but courses dealing with the purposes, organization, and administration of the institutions themselves—courses designed to make an intelligent and coöperative faculty member as well as a skillful technician in his own field.

From the type of organization and administration that Dean Withers introduced in the School of Education it may be seen that his concept was typically American and not European—typically democratic, but not highly “socialized” in an ultramodern sense. We have inherited, in America, from European sources, the medieval concept of faculty control—sometimes called “academic freedom.” There is in this country an organization still strongly advocating that the professors, and not the president and board of trustees, should control matters of administrative policy. Under this concept, if it prevailed, the American university president would become, as is the European rector, an ornamental presiding officer, administering the regulations of his faculty. This conception of university administration, as an old ladies sewing bee, has had much vocal defense in theory, but comparatively little vogue as practice. It has presided at coroners’ inquests upon many occasions when a college professor is dismissed, and has now and then led to

the demise of a hapless university president. But the literature of this organization is largely a record of protest and pathology. The American university still follows the democratic concept that originated with boards of trustees in our early public schools. An examination of the organization of our School of Education, through faculty committees, will indicate that the Dean's conception of this matter was the democratic one.

At the inception of this article I hazarded the unwise promise that I would make a strenuous attempt to catalogue the Dean as to mental pattern. After much deliberation I am disposed to say that his "dome of thought," as Walt Mason would say, defies a neat and tidy card-catalogue classification. Undoubtedly he is first, last, and always a *philosopher*. Lincoln said that a man's legs ought to be long enough to reach the ground. The Dean's are; therefore, he is a *practical* philosopher wanting philosophy to bake bread. I would not call him merely a sociologist, though his attacks upon educational problems are prevalently social. They escape the vague and vaporous thinking of much modern social theorizing because of his habit of applying mathematics to the solution of such problems. Let us therefore forsake logic and merely say that here is a great man, a great leader, a great educator. When comes there such another?

THE SOCIOLOGICAL DETERMINATION OF POLICIES

IRA M. KLINE

New York University

Among men of action the educators of the country occupy an important position. Judged by any standard John W. Withers stands preëminently among the educators of the present day. His wholesome personality, inflexible honesty, his grasp of both the theoretical and practical aspects of life and living, and his tolerance of those whose points of view are in conflict with his entitle him to that rare honor of being classified as an educational statesman.

Among his host of friends and admirers, many as colleagues have shared with him the responsibility of making education richer and more effective as an instrument of social and moral regeneration. Others as students in his classes have had their educational horizons extended and enriched under his leadership.

Those of us who have looked upon early years on a farm as an experience conducive to the development of sturdy bodies see likewise in the exposure of country life, with its challenge of the elements and the struggle for existence, certain guarantees of sturdy character. It may be considered by some that these assumptions are not valid. It is not the purpose of the writer to defend that thesis in this article. In fact, since the advent of the "Don't You Believe It" program on the radio, many of our cherished recollections appear of dubious validity.

Dean Withers's quest for education was not without trial and sacrifice. His ability as a teacher and administrator in successive positions of importance and influence bear testimony to his appreciation of the dignity and importance of labor in the field of education. The final consummation of his service to date has been the leadership furnished to the School of Pedagogy of New York University, beginning in 1921. His planning, organization, and administration were important factors in the phenomenal growth of the School of

Education that developed in size and importance under his guiding hand until his retirement in September 1938.

This preliminary discussion provides a setting for this article that justifies our claim for Dean Withers as a sociologist. Fundamental to such remarkable success there must have been keen understanding of social problems, social adaptation, and knowledge and insight into human nature and behavior.

Fundamental to the determination of policies and program in public education is recognition of the elements—philosophical, psychological, physiological, and sociological—that exert an influence upon man. Man is primarily a social being. Influences playing upon him and the influence he exerts upon others with whom he is thrown in contact condition him to the changes that we call education.

Certain principles must be employed in determining educational policies. The meaning, scope, aim, and desirable outcome of education must be defined in terms that command the confidence of competent authorities and are not impossible of ultimate realization. The essential characteristics of a democratic social order must be discovered in the light of present and future attainment. Due consideration must be given all coordinate agencies as we consider education in its most inclusive sense. Adult education, which must of necessity be largely reëducation, must play an important part in any contemplated program.

Education does not represent a static condition of man in the mass, which we choose to call society. Education is synonymous with change, growth, development. These adaptations must be predicated upon open-mindedness, alertness, and a determination to be influenced by every contact with others. Every exposure to new situations and conditions must be evaluated in the light of all experiences of the individual and others under similar circumstances. Education anticipates for the individual an inquiring and analytical mind. It anticipates also a tolerance of existing conditions

until examination and analysis justify discarding or replacing them. The acceptance or rejection of the influence of various stimuli is likely to be on the basis of rationalization. Man to be educated must, therefore, be not only a social but a rational being as well. Education must necessarily be in degree, determined by the individual. An antisocial or irrational individual would naturally be less susceptible to an educative environment than a normal person.

Culture is customarily referred to as that composite of better things which society has inherited from the past. It is exemplified in art, literature, music, religion, etc., as represented in the citizenry and institutions at any age or period. Education must assume an important responsibility at any stage of progress for the preservation of this inheritance. Our cultural inheritances are by no means the least of our legacies. The conservation of our natural resources becomes increasingly a matter of deep concern to those who recognize their responsibility for wise use and the value of these resources for posterity. Conservation of all resources, physical, spiritual, and intellectual, is a problem of education. Not by legislation, but by an appreciation of their value by increasing numbers of the citizens, may we expect a universal response. Problems of our moral life and standards become increasingly complex and difficult. It is apparent that greater heed must be given to setting up moral sanctions and discriminative judgments through educative processes within the experience of each individual. We have depended too much upon forced conformity to desirable patterns through the imposition of external agencies, laws, courts, and other devices imposed from without. We must strive to assist each individual through the higher and nobler impulses and to stimulate him by a zeal for goodness to be loyal and sincere in his devotion to the common good, believing that what makes him a better person will have a corresponding effect upon his personal success and relationships. The hope for the preservation of these values and their enrichment for future generations is definitely a function of education.

Technological developments in the field of production and distribution have far-reaching implications in the economics of our time. These implications are certain to be more important as the conditions which led to the utilization of technology become more involved and difficult of solution. Production and distribution of both raw and manufactured products, together with the maintenance of friendly relations with people and governments over wide areas who may become our customers, are indispensable to our national welfare and success. Production and distribution are inseparable from the complicated problems of capital and labor and their concomitants of health and happiness or suffering and misery. The dignity of labor which has been so intimately related to our phenomenal rise as a nation is in danger of being lost through Government subsidies designed to tide unfortunates over periods of economic dislocation and maladjustment. Federal support of large numbers of our people in periods of national distress often results in abuses by those neither morally nor legally entitled to such relief. These are challenging social problems that are linked closely with the problem of educational policy making. Closely akin to these problems is the problem of socializing wealth in such a fashion as to protect the legitimate possessors of wealth in all forms. The wealth of the nation must be so managed by those who possess it as to secure for all of the people the maximum of service from it. If those who possess it are unwilling to coöperate to this end, through taxation or other device, its use will probably be conscripted. It is not to be understood that the confiscation, division, destruction, or conscription would be necessary in order to utilize private wealth for the general benefit. Again education is the best assurance that all may be prepared for this universal use of wealth with justice to all concerned—all the people.

Unemployment has caused enforced leisure for which adequate preparation has not been provided. Adjustments in utilization of labor resulting from the application of technology to industry have

forced changes in the hours per day and days per week during which the laborer must toil. Nobody knows what adjustments will ultimately be necessary if further distortions occur, as they seem bound to do. This will add to the number faced with the problem of leisure time. If the old saying, "An idle brain is the devil's workshop," holds any truth, then our moral standards may be subjected to influences which will certainly result in demoralization. The general moral tone is already at a low ebb and consequences of further deterioration may well be viewed with alarm. Evidences of the weakening of our moral standards abound on all sides. Our youth problem, which is a dismal reflection on those agencies upon which responsibility for direction and control should normally rest, is a challenge to education. The growth of crime and delinquency among youth is a sad commentary upon the institutions usually depended upon to encourage personal restraint of tendencies to delinquency. Preparation for leisure-time activities has long been a cardinal objective of education. Our facilities to provide for these leisure-time interests and needs have not kept pace with growing need for them. Our emphasis has been upon spectatorship instead of participation in our program of sports and recreation. This emphasis is due to scarcity of trained teachers for such a program and the inadequacy of funds to support it. Under emergency Government programs added impetus has been given, but leadership recruited from the ranks of the unemployed found few adequately trained and sympathetic to the proposed program. The results have been disappointing.

Statements have been sketched herein in broad general terms with no attempt at elaboration. Many other significant factors related to the determination of policies and program of education can be given.

School housing for comfort, sanitation, and safety is not a negligible element in the problem. Many preventable catastrophes in school buildings have resulted from careless planning, construction,

and neglect in providing essential safeguards. School fires are numerous, often resulting in the loss of precious lives. Adequate housing for all programs of formal education at any level is indispensable, including precautions for safety and utility. Our penal institutions, which are assumed to have certain educational objectives, often provide more suitable housing for their inmates than is found generally in our public schools. School architecture has attracted many competent men and has become a highly specialized field. Government support through the Public Works Administration has made it possible for many communities to have modern buildings for school purposes that otherwise would have been impossible. School buildings that compare favorably in every respect with other public buildings are the right of every municipality. Superintendents of schools look with growing favor upon the practice of planning building programs with deliberate intention of making future buildings provide the services and safeguards mentioned. Training of superintendents under competent leadership has resulted in an increasing number of highly competent administrators conscious of the influence they may exert on the whole program of education within their jurisdiction. These safeguards are usually provided and provisions for adaptation of plant to modern programs of education are enhanced through deliberate planning. Some superintendents consider this problem sufficiently important to organize a coördinate department of their offices responsible for care, maintenance, and construction of school plant. Department heads and even classroom teachers are frequently invited to confer on problems of adaptation of new plant to the type of program adopted for a given system. State departments also prescribe certain building controls that assure the maintenance of better standards.

Personnel of administrative, supervisory, and teaching staff is usually chosen on the basis of their personality, training, and experience as they fit into the philosophy of the program. With full

consideration of the importance of other factors, healthy, wholesome child-teacher relationship still must be sought as the surest guarantee of maximum success of the educational outcome. Mark Hopkins, a learner, and the proverbial log are historical. We cannot hope to control the quality or teachability of the raw material, the child or learner, but we should strive without ceasing to secure a complete appreciation by the teacher and the learner of the importance of the relationship to be maintained as a guarantee of best educational results.

The adoption of a program and determination of policy for any institution or system is closely allied with the teaching staff. We face a period in which more reliable devices must be discovered that will assure a more careful and satisfactory selection of those who are to be trained for teaching. Any system, method, or device for the screening of those who aspire to teach must assure justice to all concerned. Teaching must be looked upon today as a career leading ultimately to professional status to those who prepare themselves for the field. Men and women in years past have looked upon teaching as a suitable steppingstone to more lucrative fields. There are several excellent explanations of this practice. Increased importance of education, prestige of the teacher, increased requirements for certification, greater security during service, and substantial provisions for ultimate retirement justify an appeal on a career basis. Improved salary status, which is still not comparable to most other professional fields, does offer an inducement not existing in the past. Jesus Christ, admittedly the Great Teacher, was possessed of an impelling motive and an indomitable zeal. These characteristics with others no less important must control the person who expects to become successful as a teacher. The teacher consecrated to her task—every real teacher must be—looks beyond the salary check, physical comfort, and security to those richer and more enduring rewards. These rewards, immediate and remote, must be considered in any decision that determines a person's future in education.

An endless controversy is waged regarding the merit of teacher training versus teacher education. It is impossible within the scope of this article to elaborate upon this problem; however, it is important in connection with this topic. Suffice it to say that the person who would teach must be familiar with an abundance of academic subject matter in the subjects to be taught and in all related subjects. This in itself is not sufficient. Any person with a mastery of subject matter in his field who does not also possess the personal and professional characteristics that have been mentioned cannot hope to succeed. It might be said, also, that the most successful teachers are those whose training has continued throughout their teaching career. In-service training of the teaching personnel must be contemplated in any justifiable attempt to determine policies and program for our educational adventures.

As the program for education is expanded to meet the needs of our complicated social and economic conditions, we are confronted with the vexing problem of securing adequate financial support. An educational program in a democracy cannot ignore the claims for this indispensable service to those in the area in which available resources are adequate to the need. Education is generally accepted constitutionally and otherwise as a State function. The areas in which adequate resources for the support of education are unavailable are not necessarily marked by State lines. They may be and often are regional. The educatee must not be penalized because of residence. When New York State spends \$139.69 per pupil for public education in a given year, and Mississippi in the same year spends \$24.50, it is impossible to reconcile the practice with a sane conception of equal opportunity, which is the inherent right of the citizens of this country. "How can this be remedied?" you ask. Such a discrepancy in expenditure cannot be explained on the basis of interest within the States mentioned in their educational program. This may be a partial explanation but quite unsatisfactory. To say that educational need differs so widely is also ridiculous. A solution that

is under current consideration is Federal support. Leaders in education fear Federal control, concurrent with increased Federal subsidies. Extended discussion of the problem of increased Federal support followed the release of the report last year of the special commission appointed by President Roosevelt to study the question exhaustively. The present Congress will, no doubt, continue its study of the report and its recommendations. The result may be expected to be legislation to implement all or part of these recommendations.

In many quarters the decrease in elementary-school registration is being pressed as an argument for stabilizing expenditures at the present level or even as a reason for reducing present appropriations. Decreased birth rate and limitation of immigration are the principal reasons for the reduction in elementary enrollment. Increase in salary levels for teaching service, broadening the base of educational opportunity, and the extension of the program of education to other needed fields will increase present costs. The report of the Regents' Inquiry into the Character and Cost of Public Education in the State of New York appears to justify the claim of those who clamor for a reduction of the cost of government, especially the cost of education. The report claims that results at present obtained do not justify present expenditures. It is further claimed that through consolidation, changes in administration and in curriculum organization and content, and several other changes and adjustments, the efficiency of the State program could be improved at no additional cost. The report has been so recently released that judgment on it at this time is likely to be emotional rather than rational. The persistence of several powerful and influential groups within the State for reduction of the tax burden is a real menace to the continuation of liberal State aid. Any reduction in State support would certainly jeopardize the present program and form a serious threat to the extension and enrichment of the present program in the light of pressing social and economic demands.

There is need of more and better educational opportunity the country over. Responsibility rests heavily upon those most familiar with the needs and the best provisions for meeting them in the days ahead. Educators do not need to be lobbyists, propagandists, or to resort to trickery to defend a sane, sensible, progressive program of education for all ages. From the Bible we have the statement, "And ye shall know the truth and the truth shall make you free." We should have a reasonable expectation that a campaign of truth, a sincere, serious attempt to secure the facts on the problem and make these facts widely available, with an interpretation of these facts, provide the most certain safeguard against reprisals by any group on a defensible level of financial support.

We quote from Dean Withers to support the social aspects of educational responsibility:

Fundamentally the aim of education is identical with the aim of life. Changes in the conception and the practices of the one must keep pace with the changes in the conception and needs of the other. It must be wisely related to the spirit which permeates the life and thought of the present and must at the same time take account not only of the profound changes that have taken place in our economic and social life but the changes equally profound in our mental attitude toward the world and toward human life in all its relations. There is growing need that present-day education shall be characterized by open-mindedness and reasonable adaptability. It must not be a closed conception. It should contain within itself possibilities of growth and adaptation as our knowledge of what life is and what it demands increases. We must not commit educational effort to a fixed and statical program. Education's central purpose is to reduce suffering and waste of life and to promote individual and social well-being, to assist as fully and economically as possible in meeting life's needs and the realization of life's values through the proper selection, control and application of the means of education.

Education in realization of the foregoing aim is not confined to the school. It is a function and responsibility of the whole community. The problem is so to organize the educational process that there may be no waste of effort and that the changes which education makes may be wholly good both for the individual and for society. This conception of

social duty imposes upon the community the obligation to care for the individual before he arrives at the customary school age, to give him the best possible advantages during the period of his school life, and when his school days are over to afford him such further means of improvement as will enable him to reach the largest measure of self-realization, and the highest degree of social efficiency and social service.

The writer has endeavored to set forth the philosophy of education espoused by Dean Withers. The treatment is by no means exhaustive. As a student in the Dean's course, "The Determination of Educational Policies and Programs," opportunity was afforded to participate in discussions of the various phases of the problem. It was this and other contacts with the Dean that provided opportunity to hear his exposition of his views as well as his analysis of the philosophy of his contemporaries.

RESEARCH PROJECTS AND METHODS IN EDUCATIONAL SOCIOLOGY

In order that this section of THE JOURNAL may be of the greatest possible service, its readers are urged to send at once to the editor of this department titles—and where possible descriptions—of current research projects now in process in educational sociology and also those projects in kindred fields of interest to educational sociology.

THE REGENTS' INQUIRY VOLUMES ARE PUBLISHED

About four years ago the Board of Regents of New York State embarked upon a study of the character and cost of public education in the State of New York. Recognizing, as they state in the foreword, "that great changes have come into the life of the boys and girls and men and women of this State, especially since the World War," they determined "that the time had come to review broadly again the whole educational enterprise of the State."

The Regents' Inquiry was organized late in 1935, under the direction of a special committee on the Board of Regents, consisting of John Lord O'Brien, William J. Wallin, and Owen D. Young, chairman. Thomas J. Mangan, the present Chancellor, and James Byrne, his predecessor, participated in the deliberations of the group as ex-officio members.

The results of their exhaustive inquiry have just been made public in a series of reports. In addition to a general report, *Education for American Life, A New Program for the State of New York*, written by Dr. Luther Halsey Gulick, there are ten specialized reports, prepared by experts, on a number of subjects, including "Adult Education" by F. W. Reeves, T. Fansler, and C. O. Houle; "School and Community" by Julius B. Maller; "Motion Pictures and Radio" by Elizabeth Laine; "Education for Citizenship" by Howard E. Wilson; "Education for Work" by Thomas L. Norton; and "The School Health Program" by E. E. A. Winslow. The general as well as the ten specialized reports are available through the McGraw-Hill Book Company, New York City.

NEW RESEARCH AND SERVICE CENTER FOR COORDINATING COUNCIL MOVEMENT

As a result of a need for a permanent home base for the Coordinating Council Movement, a new research and service center has been estab-

lished as Coordinating Councils, Incorporated, 139 North Broadway, Los Angeles, California. The former publication issued by the Executive Board of the Los Angeles County Coordinating Councils, *Coordinating Council Bulletin*, has been superseded by the new *Community Coordination*, the first issue of which appeared for January and February 1939.

The new center, which first began to function last July, was made possible by a grant from the Rosenberg Foundation of San Francisco and other funds that are being raised.

M. H. Neumeyer, professor of sociology at the University of Southern California, is chairman of the Research Committee of the new organization. It is expected that Coordinating Councils, Incorporated, will serve as a clearing house for information on research projects in the field of community organization and coordination in different sections of the country. The organization also will carry on a continuous study of the Coordinating Councils in California. The purpose of the research division has been outlined as follows:

1. To serve as a clearing house of information on studies being made in this field in various sections of the country
2. To facilitate the exchange of studies among those most interested
3. To promote studies of various types of councils seeking to raise the standards of community life through cooperative efforts
4. To make the results of the studies accessible through *Community Coordination* or publish them as separate pamphlets
5. To circulate annually a questionnaire among all the coordinating and neighborhood councils in the country, this annual survey to succeed the studies made the past three years by the National Probation Association

The Research Committee would like to hear from persons or organizations known to be interested in this type of organization on the following points:

1. What studies in connection with neighborhood organization have you recently completed, have in process, or contemplate starting soon?
2. What studies would you like to see launched in this field?
3. Would you be willing to cooperate with this division and others interested in this field by sharing with us and others the results of your

studies, and assisting in securing certain information from time to time in which the entire group might be interested?

Replies should be addressed to Martin H. Neumeyer, chairman, Research Committee, Coordinating Councils, Incorporated, 139 North Broadway, Los Angeles, California.

NEW GUIDE ON YOUTH SURVEYS PUBLISHED

In response to an increasing desire of communities large and small to find the facts about their own youth, the American Youth Commission has issued a brochure of forty-eight pages entitled "How to Make a Community Youth Survey."

Telling briefly the purposes served by such surveys and what are essential preliminary steps, the pamphlet proceeds to explain the methods of collecting information and of digesting and interpreting the results.

Among the many topics covered in the pamphlet are the organization of the survey staffs, sampling and interviewing young persons, editing and tabulating the responses, and writing the report. Attention is also given to publicizing the findings.

The pamphlet has been published by the American Council on Education Studies, Series 4, Number 2, and may be secured through the Council, 744 Jackson Place, Washington, D. C., at 25 cents a copy.

NEW MAPS OF JUVENILE DELINQUENCY IN PHILADELPHIA

The Education and Recreation Division of District 5, Area 4, of the Works Progress Administration of Philadelphia through its research department has recently released "Juvenile Delinquency in Philadelphia."

The map (23 x 33 inches) shows boy arrests in relation to boy population and has been set up to permit a direct comparison (by census tract) of one neighborhood with another. It is based upon arrest dispositions at the Preliminary Hearings of the Juvenile Court during 1934, 1935, and 1936.

STUDY OF YOUTH GROUP BEING MADE

A study of organizations led by young people has been approved by the American Youth Commission, and Richard R. Brown, former deputy executive director of the National Youth Administration, is acting as supervisor. The study includes an attempt to interpret the motives and pur-

poses of groups that are led by young people themselves. The democratic functions relative to membership, leadership, and programs of these groups will also be investigated. It is expected that the study will be completed in the fall of 1939.

BOOK REVIEWS

Collective Behavior, by RICHARD T. LAPIERE. New York: McGraw-Hill Book Company, Inc., 1938, 577 pages.

This book is a contribution to sociology since it explores in a systematic and analytical way a field of social psychology which has been dealt with only haphazardly in the past. The author has brought together a mass of data, often conflicting, unrelated, and incomplete; has supplemented them with his own observations; and has formulated a frame of reference for the student in this field. Beginning with the concept of collective behavior developed by Robert E. Park in his famous course, *The Crowd and the Public*, and stated by Park in his article on collective behavior in the *Encyclopedia of the Social Sciences*, LaPiere describes the factors and processes that affect social interaction and presents a basis for the classification of collective behavior. In the succeeding four parts into which the book is divided he discusses in turn the cultural, recreational, control, and escape types of collective behavior. The book is well documented and includes representative though not complete references to the literature of the subject.

The Administration of Personnel in Correctional Institutions in New York State, by D. ROSS PUGMIRE. New York: Bureau of Publications, Teachers College, Columbia University, 1937, 182 pages.

This book gives the fundamentals of personnel administration in New York educational service and shows how they apply in practice in correctional education in New York State. In spite of certain shortcomings growing out of its formal approach to the subject, the volume presents a wholesome point of view and its conclusions and recommendations are in general in harmony with progressive educational philosophy and the idea of rehabilitation of the prisoner as a person. The findings are based on a survey of pertinent literature and an investigation of 455 educational employees in five typical institutions functioning under the New York State Department of Correction. The study covers the problems of selection of personnel, their induction, in-service training, health and conditions of work, leave and vacations, salaries, tenure, and retirement.

A Social Study of Pittsburgh, by PHILIP KLEIN and collaborators.
New York: Columbia University Press, 1938, 958 pages.

This competent survey of social work in Pittsburgh and Allegheny County was initiated by the local Federation of Social Agencies and Community Fund and financed by the Buhl Foundation of Pittsburgh with a grant of \$86,000. The field work executed by a staff of thirty-two specialists occupied eighteen months beginning in 1934. The final report, by Philip Klein of the New York School of Social Work, was completed in 1937. The study, which is a social rather than a sociological or ecological survey, presents in its first part a grave picture of the dire poverty, the chronic unemployment, the "primitive, indecent, and dangerous housing," the large and unassimilated polyglot population, the severe problems of the depressed Negro group, and the dominance of reactionary opinion in the controlling business class with a description of the growth of pressure groups in the "rank and file." One chapter, inserted as a sort of an antidote to this darker picture, describes the excellent progress made by the public-school system. The second and major portion of the study makes a detailed presentation of the specific problems of social and health work looking forward to a broad perspective plan of reorganization. Radical recommendations include the transfer of relief to public agencies and the uncompromising cutting through the present setup of social work to establish one unified case-working agency of the voluntary type for the whole county.

The Problems of Modern Society, by PAUL W. PAUSTIAN and J. JOHN OPPENHEIMER. New York: McGraw-Hill Book Company, Inc., 1938, 571 pages.

The Problems of Modern Society is designed as an introductory social-science text. The problems presented are classified under the following four categories: problems of wealth and social organization; problems of population and race; problems of social control and international problems. The fifth section, a chapter, is devoted to "The Student and the Future."

The selection of materials is very well made and the wide range of quoted passages very aptly chosen. There are many students of social problems who would question the inclusion of many topics to the exclusion of other equally pertinent problems. For instance, a treatment of the

problems of health and poverty probably would have strengthened the book.

As a text for introductory social-science classes, however, it is a sane, sensible book that should be welcomed by all instructors.

Redirecting Teacher Education, by GOODWIN WATSON, DONALD P. COTTRELL, and ESTHER M. LLOYD-JONES. New York: Bureau of Publications, Teachers College, Columbia University, 1938, ix + 105 pages.

This book focuses attention sharply upon the social necessity for better teachers. Better selection of prospective teachers is presented as one of the necessary steps in effecting the desired improvement. There is a good treatment of the relation of undergraduate and graduate study and of pre-service and in-service study. The authors wisely direct attention to the fact that merely increasing the amount of study in preparation for teaching without improving its quality will not effect improvement. This point cannot be emphasized too strongly. The viewpoint of the authors relative to needed curricular changes is progressive. This reviewer wishes that more attention had been given to the problems and obstacles involved in bringing about the reforms that are recommended. They failed to consider the basic difficulty which is that teacher education is cheap education both in our privately endowed institutions and in those that are publicly supported. We probably are getting about as much as we pay for in teacher education but we do not pay enough to produce high quality.

A History of Historical Writing, by HARRY ELMER BARNES. Norman, Oklahoma: University of Oklahoma Press, 1937, 434 pages.

This attempt to survey historical writing, which the author himself characterizes as "the only book of its kind in any language," is patterned along the lines of Feuter's admirable *Geschichte der neueren Historiographie*. Although Mr. Barnes traces the beginnings of historical writing back to prehistoric times he insists that "the most important historical writing of all time has been done in the last fifty years." After following the chronological order in his treatment of his theme in the first seven chapters, he abandons this to present those trends which in his judgment constitute a background for an understanding of present activity in the field.

The Marcus W. Jernegan Essays in American Historiography, by his former students at the University of Chicago. WILLIAM T. HUTCHINSON, editor. Chicago: The University of Chicago Press, 1937, 434 pages.

Each of the twenty-one chapters, by as many different authors, is devoted to the work of a single historian. In the choice of historians there is no attempt "to furnish a comprehensive survey of American historiography." They illustrate rather various types of historical writing and research, with honors about equally divided between the literary and the scientific historian. With the exception of Alfred T. Mahan, all the men chosen have devoted their attention primarily to the study of American history. No living historian is included and the period of historical writing covered ranges from the times of George Bancroft, Richard Hildreth, and Francis Parkman to those of Claude Van Tyne, Ulrich Bonnell Phillips, and Vernon L. Parrington.

In 1937, by ALVIN C. EURICH and ELMO C. WILSON. New York: Henry Holt and Company, 1938, 523 pages.

A handy compendium for reviewing the chief events of 1937, following closely the pattern of the authors' *In 1936*. The two authors and their collaborators, who are acknowledged in the preface, cover in Part I, The National Scene (pp. 3-219), in Part II, The International Scene (pp. 223-415), and in Part III, Literature and the Arts (pp. 416-482), with two concluding chapters grouped under the heading, Miscellaneous (pp. 483-506). The breadth of treatment is indicated by chapters on Science Advances, Education in a Democracy, and Religion in 1937 in Part I, Books and Publishing in Part III, and Highlights in the World of Sport, one of two final chapters. The book is illustrated by news photographs, cartoons, diagrams, and graphs.

The Criminals We Deserve, by HENRY T. F. RHODES. New York: Oxford University Press, 1937, 257 pages.

The thesis of the author, professor in the Institute of Criminology at the University of Lyons, France, is that most crime has an economic basis, in need or in greed, privation or covetousness; it has, too, the economic basis of slum living conditions, coupled with an education which inevitably teaches boys and girls to ask for more than the world can give. The

mass production of crime is changing. Crimes of simple violence are decreasing, while those of covetousness are increasing and perfecting themselves. Crime is following legitimate business with large-scale organization, professional equipment, and skill. Many interesting things are said on the methods of detecting crime. As a sociological study of the causes and the skills of large-scale crime, illustrated with many specific instances, this is a very readable work which ought to appeal to the specialist as well as the general reader.

Communism, Fascism, or Democracy, by EDUARD HEIMANN. New York: W. W. Norton and Company, 1938, 288 pages.

Comparing the three principal political systems of our time, the work gives an account of the growth and development of modern capitalism and its relation to political democracy, the origins of socialism in the classic works of Marx and Engels and its application in the communism of Soviet Russia, and the coming of fascism in Italy and Germany. As a heavy dialectical discussion, the book will be found especially valuable by the students of economics and philosophy.

Neutrality for the United States, by EDWIN BORCHARD and WILLIAM POTTER LAGE. New Haven: Yale University Press, 1937, 380 pages.

Through a careful and logical arrangement of factual data, the authors have presented a convincing case for neutrality. They have briefly summarized America's traditional attitude of isolation, the reversal of this policy beginning actually in 1914, and the conflict between those who, since 1922, have advocated collective security and those who with equal sincerity believe in reinstating neutrality as a national policy.

At a time when the President startles the world with his now frequent declaration for "a coalition of peace-loving nations against an aggressor"; when the nations of the world have entered upon a rearmament race which makes the navy-building program of pre-War years look like toy boats in a bathtub; when the United States considers the expenditure of a sum equal to one third the total cost of public education essential for naval "defense" alone, it is well that we reconsider our basic international policy. The authors have made an invaluable contribution and this book should be placed in the hands of every "noble interventionist." Unfortunately this will not be done as the book is too scholarly a treatise to be

an effective challenge to the jingoism of collective security and a "navy inferior to none."

Educational Yearbook of the International Institute, edited by I. L.

KANDEL. New York: Bureau of Publications, Teachers College, Columbia University, 1937, 583 pages.

In this yearbook, the fourteenth in the series of annual publications, the educational systems of twenty-two countries are described. With the 1936 yearbook the editor began this series of monographic studies of the changes which have been made in the educational systems of the countries of the world since their presentation in the earlier volumes, 1924-1932. The editor has written a brief preface emphasizing the danger of the growing dominance of nationalism and the subversion of education to nationalist propaganda. The monographs are purely factual, however, avoid emphasis upon controversial issue, and contribute little either to support or to oppose the editor's contention. As a source book for descriptive data on comparative education, these yearbooks are invaluable, and this one no less so than its predecessors.

Political Institutions, by EDWARD MCCHESENEY SAIT. New York: D. Appleton-Century Company, 1938, vi + 548 pages.

This survey of the broader aspects of the modern state represents one of the first few sociological approaches to politics by a member of the political-science group, which has glorified the legalistic approach to political problems. It attempts to disclose the real meaning of sovereignty, as it actually exists, and to give an authentic account of the state—its nature, its origin, and its function as supreme lawgiver. In explaining how the state came into existence the contributions of ethnologists and sociologists are particularly emphasized. The final part of the work discusses in some detail the various forms that the state may assume, giving particular attention to its democratic form and to the role of public opinion and parties. The work will go a long way in establishing a bridge of understanding between the more progressive and liberal political scientists and sociologists.

European History Since 1870, by F. LEE BENNS. New York: Crofts and Company, 1938, xvi + 925 pages.

This is a very readable volume on the history of Europe since 1870. The economic, social, and political forces which led to the World War are

particularly well handled. Part Two traces the history of European states down to 1914, while Parts Three and Four discuss the War, the peace treaties, the post-War efforts to outlaw war, the abrogation and repudiation of many provisions of the peace settlement, the failure of collective action to prevent aggressive wars by powerful states, and the eventual return to an international situation not greatly different from that existing before 1914. Part Five deals primarily with the national problems of the states of post-War Europe; Part Six points out how Europe in the years since 1918 has been compelled to face an ever-widening revolt of the East against the domination by the West. We like this simply and lucidly written work. But what has happened to the Scandinavian States? Do they not deserve a special section on their post-War history?

Baby's Point of View, by E. JOYCE PARTRIDGE. New York: Oxford University Press, 1937, 94 pages.

Writing from a psychoanalytic point of view, the author follows the pattern of his school and attributes all personality characteristics to care of the child "in the cradle." While much of the advice to mothers is excellent, the extreme position rests wholly upon assumption. Infancy is important but no more so than the later years of childhood. The mother who can recognize the statements which rest upon only assumed cause and effect relationships and reads with discrimination will find many practical suggestions in this little volume.

Government in Fascist Italy, by H. ARTHUR STEINER. New York: McGraw-Hill Book Company, Inc., 1938, xii + 158 pages.

This is probably the best short introduction to the present-day Italian government and politics, combining formal exposition of the governing institutions of Fascism with a critical interpretation of the dynamic forces which color and condition contemporary Italian life. It is distinguished also because of the freshness of firsthand observation, guided by critical reflection and intellectual discipline. One only regrets that so little attention is paid to the utilization of the educational methods for the party purposes. The bibliography at the end of the volume, indicating the major sources of information, shows that the author knows his Italian; thus he also belongs to that small group of American scholars who know and utilize a foreign language for their research.

Man, Bread and Destiny, by C. C. FURNAS and S. M. FURNAS. New York: Reynal and Hitchcock, 1937, 364 pages.

In an accurate, interestingly written work, Mr. and Mrs. Furnas have presented a comprehensive survey of the important subject of food, not only in the light of developments in the relatively new science of nutrition, but also in its historical and sociological aspects. They lead the reader deftly through the maze of calories, proteins, carbohydrates and fats, minerals and vitamins, and the various dietary fads and superstitions. The relation of diet to individual health and national stamina are considered, as are also soil depletion, the claims of various commercial food interests, the problem of preparing meals that are both nutritious and appetizing, our dietary needs as a nation, and the course of scientific nutrition in the future. There is a complete bibliography of references.

The New High School in the Making, by WILLIAM L. WRINKLE. New York: American Book Company, 1938, 318 pages.

The wide variation between past and present makes an analysis of trends in secondary education an unsafe guide in determining desirable future changes; educational philosophy has been used as the basis for speechmaking but has not affected practice in the classroom; the scientific movement (standardized tests, normal distribution curves, etc.) has been the means of the intrenchment of traditional education and subject matter mostly; the only sound basis for remaking secondary education is common sense. On this premise the author and his coworkers in the Secondary School of Colorado State College of Education at Greeley describe the basic changes necessary in secondary education. Separate chapters are devoted to each of the high-school subjects.

The Nazi Primer. Translated from the German by HARWOOD L. CHILDS. New York: Harper and Brothers, 1938, xxxvii + 280 pages.

There is probably no better introduction to the educational ideologies and goals of the Hitler Youth Movement than this work. Its value is enhanced by the survey of the educational structure of Nazism by the translator in the preface and by the comments on "The Bible of a Political Church" by the former Ambassador to Germany, William E. Dodd.

INDEX

- Achard, F. H. Editorial, 1-2.
 ——— Issue Editor, 1-58.
- Adolescent Boys, Social Adjustments Associated with Individual Differences Among, 66-72.
- American Institute of Public Opinion, 442-443.
- American Minority, The Education of an, 257-314.
- American Possessions, Comprehensive Bibliographies on, 246-247.
- Belknap, J. H., 29-31.
- Benham, Albert, 410-417.
- Bennett, Fay, 399-409.
- Blakeslee, H. N., 12-16.
- Boardman, Rhea Kay, 336-343.
- Bond, Horace Mann, 264-274.
- Book Reviews, 62-64, 126-128, 182-192, 250-256, 315-320, 379-384, 445-448, 508-512, 568-576.
- Boyd, Neva L., 196-206.
- Boys' Club Study: The Good Will Club of Hartford, Connecticut, A, 87-92.
- Bradley, Phillips, 492-498.
- Braun, Robert, 435-441.
- Broadcasts on Social and Economic Problems, University of Chicago, 248-249.
- Brown, Francis J. Editorial, 193-195, 385-386.
 ——— Issue Editor, 214-243, 387-441.
 ——— Articles, 328-331, 370-374, 387-398.
- Business and Industry, Training Programs in, 1-58.
- Chambers, M. M., 463-469.
- Chicago, University of, Broadcasts on Social and Economic Problems, 248-249.
- Child Research Clinic, Fourth Institute on the Exceptional Child of the, 247-248.
- Cinema Explodes the Stork Myth, The, 142-146.
- City School Administration, The Need for a Sociological Basis, 534-540.
- Clinic, Sociology in the, 344-351.
- College Administrator, Transition Problems of College Freshmen as Seen by the, 117-125.
- College Freshmen as Seen by the College Administrator, Transition Problems of, 117-125.
- College Graduate for Industry, Training the, 29-31.
- Community Coördination, Progress in, 332-335.
- Conference as an Educational Procedure, The, 32-38.
- Coöperative Course in Retailing in New York City, 39-43.
- Crampton, C. Ward, 66-72.
- Creager, John O., 548-552.
- Cultural Frontiers, Scaling, 487-491.
- Cultural Pluralism, Future Steps in, 499-504.
- Cultural Pluralism, Political Aspects of, 492-498.
- Cultural Pluralism, Some Experiments in, 476-481.
- Culture Conflicts and Education, 451-507.
- Culture Conflicts, The Wider Phases of, 457-462.
- Culture Conflicts and the Welfare of Youth, 463-469.
- Culture Conflicts and Recent Intellectual Immigrants, 470-475.
- Culture Values, Sharing, 482-486.
- Cushman, Frank, 32-38.
- Davie, Maurice R., 451-456.
- Davis-DuBois, Rachel, 418-424, 482-486.
- Dawson, Howard A., 226-243.
- Delinquency, from the Mental-Hygiene Point of View, The Teacher and, 78-86.
- Democracy, Literature and, 425-434.
- Dooley, William H., 39-43.
- Dougan, L. M., 541-547.
- Drushel, J. Andrew, 521-523.
- Duncan, Otis Durant, 457-462.
- Dyer, Ernest, 129-136.
- Editorials, 1-2, 65, 193-195, 385-386, 449-450.
- Education, Contribution of Sociology to, 321-374.
- Education, Contributions of John W. Withers to the Sociology of, 513-563.
- Education, Culture Conflicts and, 451-507.
- Education, Sociology and, 321-327.
- Education, The Federal Government and, 214-243, 226-243.
- Education, The State and, 214-225.
- Education in the South, 264-274.

- Educational Film Field, Some Recent Developments in the, 163-166.
- Educational Language, The Cultural Lag in, 73-77.
- Educational Needs, Measures of, 444.
- Educational Sociology, A Statistical Summary of One Department of, 370-374.
- Educational Sociology Section of the American Sociological Society, Program of Meeting of the, 195.
- Educational Sociology in St. Louis, Contribution to, 541-547.
- Eginton, Daniel P., 73-77.
- Estorick, Eric, 425-434.
- Federal Government and Education, The, 226-243.
- Filene Organization, Educational Activities of the, 44-58.
- Film Appreciation in Great Britain, 129-136.
- French, The Possibilities of Teaching, with Motion Pictures, 167-176.
- Government and Education, 214-243.
- Great Britain, Film Appreciation in, 129-136.
- Hammond, Maurice S., 476-481.
- Harmon, Darell Boyd, 78-86.
- Hartford, Connecticut, Good Will Club of, A Boys' Club Study: 87-92.
- Hearon, Fanning, 147-162.
- Higher Education, Pioneer in, 548-552.
- Hollywood and Pedagogy, 137-141.
- Horne, Herman Harrell, 524-533.
- Immigrants, Culture Conflicts and Recent Intellectual, 470-475.
- Industrial Supervisor as a Teacher, The, 3-11.
- Industrial Training, The New Era in, 17-28.
- Industry, Training the College Graduate for, 29-31.
- Intercultural Education, Peace and, 418-424.
- Intercultural Understanding, Sociology and, 328-331.
- Jester, Ralph, 137-141.
- Johnson, Charles S. Issue Editor, 257-314.
- Article, 275-287.
- Juvenile Delinquency, Ohio Study of, 244.
- Kline, Ira M., 553-563.
- Lesser, Edward J., 87-92.
- Literature and Democracy, 425-434.
- Louisiana, Rural Consolidated Schools and Educational Absenteeism in, 93-100.
- McCuistion, Fred, 257-263.
- Marks, Eli S., 288-297.
- Mathematics, Contributions to Sociology in the Field of, 521-523.
- Mayer, Clara W., 470-475.
- Minorities, a Challenge to American Democracy, 451-456.
- Motion Picture as an Educational Medium, The, 129-181.
- Motion-Picture Program and Policy of the United States Government, The, 147-162.
- Motion Pictures, The Possibilities of Teaching French with, 167-176.
- "Movie" as an Agency for Peace or War, The, 410-417.
- Music, A World Synod of, 435-441.
- National Education Association, The Research Division of the, 375-378.
- NYA Students, A Personnel Study of, 101-116.
- Negro, Vocational Education and Guidance for the, 298-307.
- Negro College, The, 288-297.
- Negro Education, The Social Setting of, 275-287.
- Negro Schools, The Support of Public Education in the United States, with Special Reference to, 257-263.
- Oartel, John A., 17-28.
- Ohio Study of Juvenile Delinquency, 244.
- Pacifism in Transition, 387-398.
- Partridge, E. Dealton, 66-72.
- Patterson, Fred Douglas, 298-307.
- Payne, E. George. Issue Editor, 321-374, 513-563.
- Articles, 321-327, 513-520.
- Peace, Youth and, 399-409.
- Peace and Intercultural Education, 418-424.
- Peace Education, Which Way, 387-441.
- Peace or War, The "Movie" as an Agency for, 410-417.
- Pedagogy, Hollywood and, 137-141.
- Personnel Study of NYA Students, 101-116.
- Petroleum Industry, Information for Workers in the, 12-16.
- Philosophy of Dean John W. Withers, The Educational, 524-533.
- Political Aspects of Cultural Pluralism, 492-498.
- Pomerance, Cybele, 167-176.
- Reavis, William C., 534-540.
- Research Projects, Index of, 443-444.

- Research Projects and Methods, 59-61, 177-181, 244-249, 308-314, 375-378, 442-444, 505-507, 564-567.
- Retailing in New York City, Coöperative Course in, 39-43.
- Roucek, Joseph S. Editorial, 449-450.
- Issue Editor, 451-507.
- Article, 499-504.
- Rural Consolidated Schools and Educational Absenteeism in Louisiana, 93-100.
- Rural Sociological Society of America, Organization of, 244.
- St. Louis, Contribution to Educational Sociology in, 541-547.
- Sartain, Geraldine, 142-146.
- Saunders, Eleanor J., 44-58.
- Sheeder, Franklin Irvin, 117-125.
- Smith, Marion B., 93-100.
- Social Adjustments Associated with Individual Differences Among Adolescent Boys, 66-72.
- Social Backgrounds of the School Child, Research and Instruction in, 352-369.
- Social and Economic Problems, University of Chicago Broadcasts on, 248-249.
- Social Research, Annual Institute of the Society for, 244-246.
- Social Sciences, Council for Research in the, 444.
- Social Science Research Council Grants for 1938-1939, 59-61.
- Social Group Work, 196-213.
- Social Group Work to Education and Social Theory, The Contribution of, 196-206.
- Social-Work Problems, Group Treatment of, 207-213.
- Social Work, Sociology and, 336-343.
- Sociological Basis in City School Administration, The Need for a, 534-540.
- Sociological Determination of Policies, The, 553-563.
- Sociology, Contribution of, to Education, 321-374.
- Sociology and Education, 321-327.
- Sociology and Intercultural Understanding, 328-331.
- Sociology and Social Work, 336-343.
- Sociology in the Clinic, 344-351.
- Sociology in the Field of Mathematics, Contributions to, 521-523.
- Sociology in Teacher-Education Programs, 513-520.
- Sociology of Education, Contributions of John W. Withers to the, 513-563.
- South, Education in the, 264-274.
- Spencer, Herbert L., 214-225.
- State and Education, The, 214-225.
- Steckel, Minnie L., 101-116.
- Strode, Josephine, 207-213.
- Studebaker, J. W., 487-491.
- Support of Public Education in the United States, with Special Reference to Negro Schools, 257-263.
- Swartz, Blair K., 3-11.
- Teacher-Education Programs, Sociology in, 513-520.
- Thrasher, Frederic M. Editor, Research Projects and Methods, 59-61, 177-181, 244-249, 308-314, 375-378, 442-444, 505-507, 564-569.
- Issue Editor, 129-181.
- Article, 352-369.
- Todd, Arthur J. Issue Editor, 196-213.
- Transition Problems of College Freshmen as Seen by the College Administrator, 117-125.
- United States Government, Motion-Picture Program and Policy of the, 147-162.
- Vocational Education and Guidance for the Negro, 298-307.
- Wehberg, Hilla, 163-166.
- Withers, John W. Contributions of, to the Sociology of Education, 513-563.
- Yourman, Julius, 332-335.
- Youth, Culture Conflicts and the Welfare of, 463-469.
- Youth and Peace, 399-409.
- Zorbaugh, Harvey W. Editor, Book Reviews, 62-64, 126-128, 182-192, 250-256, 315-320, 379-384, 445-448, 508-512, 568-575.
- Article, 344-351.

REFUGEES

Edited by FRANCIS J. BROWN, PH.D.

Associate Professor of Education, New York University

The May, 1939, issue of THE ANNALS is a comprehensive analysis of the causes, the facts, the administrative and economic difficulties, the human adjustments, and the efforts at solution, of forced migration. The various agencies dealing with refugees are described, and the immediate and distant effects on the refugees themselves and on the receiving countries are presented.

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